



King County Historic Preservation Program
Strategic Plan
2013 – 2020

June 2013
DRAFT FOR PUBLIC COMMENT



King County
Historic Preservation Program

"How do we know it's us without our past?"
- John Steinbeck

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■ A MESSAGE FROM TOM HITZROTH, CHAIR KING COUNTY LANDMARKS COMMISSION

I am pleased to present for your review and comment the draft *King County Historic Preservation Program Strategic Plan 2013-2020* as well as recommendations for distribution of the Historical Preservation and Historical Programs Fund (HPPH) revenue. When adopted, the plan will act as a framework for shaping the county's preservation programs and services over the next seven years, as well as a blueprint for distribution of the HPPH fund revenue. Please see Attachment A for a recommendation on distribution of the HPPH fund between 2014 and 2020.

The Historic Preservation Program (HPP) was established in 1978 to identify, document, and protect significant historic properties. Toward that end, the program provides an array of services including historic resource survey and inventory, landmark designation and regulation services, review of development projects that could impact historic resources, archaeological site identification and protection, public information, educational programs, and technical assistance.

The HPP's last major planning effort was in 2000. Since that time, changes in the structure and funding of the program have had a significant impact on the HPP and its stakeholders. Together with regional growth, rapidly changing demographics, state-mandated growth management, and the economic volatility of the last decade there are many challenges facing historic preservation in King County. Through implementation of this plan we hope to leverage existing funding and coordinate it more directly with programmatic priorities and public expectations, strengthen and expand the historic preservation "toolkit" for all of King County, streamline information management, and improve the overall effectiveness of the program.

We must work collaboratively to successfully champion the cause of historic preservation. This draft plan and the funding recommendations it contains are the products of a committed group of people representing many different disciplines. Working together they have charted a path by which King County can significantly improve its historic preservation services.

I hope you will join me and my fellow commissioners as we look to the future with a plan crafted to help us effectively and efficiently meet the challenges before us. We welcome your comments on this draft document and the attached funding recommendation. Written or e-mail comments will be accepted until close of business on **Friday, July 12, 2013**. Send to Charlie Sundberg at charlie.sundberg@kingcounty.gov or by U.S. mail to:

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Special thanks to the members of the Citizen's Advisory Committee and the King County Landmarks Commission for their contributions to the development of this plan. They brought a high level of expertise and energy to the task for which we are all grateful.

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■ EXECUTIVE SUMMARY

The *King County Historic Preservation Strategic Plan 2013-2020* will guide historic preservation efforts over the next seven years. The county's Historic Preservation Program (HPP) is responsible for implementing the plan, however, it must be noted that it is the product of a planning process that engaged a broad segment of the heritage and historic preservation community. If the plan is to be fully realized it will require continued cooperation and collaboration among these entities, all of which contribute in some manner to preserving the county's rich landscape of historic properties.

The plan contains goals, objectives and actions intended to realize a vision wherein King County is nationally recognized as: 1) a leader in preservation practices; and, 2) a region that is enriched through the preservation and enhancement of the historic places that are associated with its colorful history. The plan is fully consistent with and supports the *King County Strategic Plan 2010-2014: Working Together for One King County*.

In preparing this plan the HPP solicited the guidance of a broad spectrum of people and organizations: a 15-member Citizen's Advisory Committee provided input throughout the process; four stakeholder meetings were held to discuss issues specific to landmark stewards, environmental review and compliance, local landmark programs, and preservation professionals. On-line surveys were conducted with landmark owners/stewards, and the staff and commissioners of the cities with which the county contracts to provide historic preservation services. The surveys focused on landmark incentives and, in cities, obstacles to preservation and desired services. The 9-member Landmarks Commission provided overall review of the entire plan, priorities and funding matters.

The HPP and its partners face significant challenges to their work arising from population growth, demographic change, inadequate incentives and regulatory frameworks, and much more. In addition, funding for preservation continues to be insufficient to meet even the most basic needs and continued efforts to leverage existing resources through partnerships and other means must be foremost in everyone's efforts.

The HPP Strategic Plan is intended to address these challenges and issues and to identify strategies for meeting them. The goals, objectives and actions emphasize ways to better identify, evaluate and protect historic and archaeological resources; better share information and engage stakeholders and the general public in the preservation process; and better contribute to sustainability and economic development. This plan responds to changing conditions and seeks to remedy the deferral of essential activities over the past decade and to clarify priorities for doing so.

The HPP will monitor its performance by using milestones, targets and analyzing trends discussed in Chapter 3. Using the results of this monitoring, the HPP will adapt its actions to operate more effectively and efficiently.

■ CHAPTER 1: INTRODUCTION

■ SECTION 1.1

Background and context

The *King County Historic Preservation Strategic Plan* is divided into three sections: *Introduction*, which provides background and context, summarizes the challenges facing the Historic Preservation Program (HPP), and describes the strategic planning process; *Charting the Course*, which contains the HPP's vision, mission, guiding principles, and proposed goals, objectives and actions; and, *Plan Performance Monitoring*, which describes how the HPP will track its progress in meeting the goals.

Why preserve historic properties?

"If we wish to have a future with greater meaning, we must concern ourselves...with the total heritage of the nation and all that is worth preserving from our past as a living part of the present." - *With Heritage So Rich*, 1966

A variety of federal, state, and local programs assist in preserving historic properties. In 1980, the King County Council affirmed the reasons for establishing such programs when it adopted the county's Landmark Preservation Ordinance:

The protection, enhancement and use of buildings, sites, districts, structures and objects of historical, cultural, architectural, engineering, geographic, ethnic and archaeological significance located in King County...is necessary in the interest of the prosperity, civic pride and general welfare of the people of King County.

Such historic resources are a significant part of the heritage, education and economic base of King County, and the economic, cultural and aesthetic well-being of the county cannot be maintained or enhanced by disregarding its heritage and by allowing the unnecessary destruction or defacement of such properties.

In adopting the landmarks ordinance, county officials understood that historic preservation has economic, as well as an aesthetic and educational, value. More recently historic preservation has been recognized as an inherently sustainable practice. The truism that "the greenest building is the one that's already built" expresses the relationship between preservation and sustainability. The restoration and rehabilitation of historic buildings is considered by many to be the ultimate in recycling.

HPP background

The King County Historic Preservation Program was established in 1978 to identify, document, and protect significant historic properties. Historic properties are defined as buildings, sites, objects, districts, and landscapes, prehistoric and historic archaeological resources, and traditional cultural places that are 40 years old or older. Two years later the Landmarks Ordinance was adopted; it established a 9-person Landmarks Commission and a process for

designating and protecting historic properties. The ordinance also called for maintaining an inventory of historic properties, developing incentives to support and encourage restoration and rehabilitation, and working cooperatively with other jurisdictions to protect significant historic properties.

Partnership with the State Department of Archaeology and Historic Preservation. In 1986, King County became a “Certified Local Government” (CLG). The CLG Program, established under the National Historic Preservation Act (NHPA), is a nationwide program of financial and technical assistance that supports historic preservation efforts. Certification requirements include:

- enforcing state and local legislation for the designation and protection of historic properties;
- establishing and maintaining a qualified historic preservation commission;
- maintaining a system for survey and inventory of historic properties in coordination with the State Historic Preservation Office;
- providing for public participation in its activities; and
- satisfactorily performing the responsibilities delegated to it by the State Historic Preservation Office.

As a CLG, the HPP is eligible to apply for grants, receive technical assistance and training, and participate in the nominating properties to the National Register of Historic Places.

Re-organization. The HPP was significantly reorganized in 2002. Previously it was part of the county’s Office of Cultural Resources (OCR) which included the Public Art Commission, Arts Commission and the Landmarks and Heritage Commission (which was staffed by the HPP). In addition to its historic preservation responsibilities, the Landmarks and Heritage Commission also provided funding and technical assistance to heritage organizations.

In 2002, the county chartered a Cultural Development Authority (CDA), now known as 4Culture. The CDA assumed all responsibilities of the OCR other than landmark designation and regulation, which remained in county government. Today, the HPP is part of the King County Department of Natural Resources and Parks.

Funding changes. Prior to the re-organization, the HPP was supported by both lodging tax and General Fund monies. For eight years following the re-organization the HPP was supported only by General Fund monies; however, by 2010 the fund could no longer support the program.

In 2005, the state legislature raised the document recording surcharge fee for recording public documents and devoted one dollar to be used at the county’s discretion, “to promote historical preservation or historical programs, which may include preservation of historic documents.” Until 2010, these revenues were deposited in the General Fund. In 2010, the King County Council established the Historical Preservation and Historical Programs (HPPH) Fund to account for the revenues and provide more visibility regarding their use.

Today the HPP is supported primarily by the HPHP Fund. Other revenues supplement the HPHP Fund monies, including fees for services provided to cities and other governmental agencies, and state and federal grants. Because the HPP's funding and programmatic responsibilities have changed significantly over the last decade, it is critical to update the Strategic Plan to identify new and strengthen existing funding sources and to coordinate them more directly with programmatic priorities.

Programs and Services

The HPP provides a number of services in unincorporated King County and to county agencies, including maintenance of an historic resource inventory, landmark designation and protection, review of development projects, archaeological site identification and protection, educational programs, public information, and technical assistance.

Regional Preservation Program. County landmark designation and regulation is limited by law to the unincorporated area. Beginning in the 1990s the county's unincorporated area began to shrink dramatically due to state-mandated growth management. As this occurred, requests increased from agencies and individuals in incorporated areas who wanted to protect historic properties. To meet this demand, in 1995 the county established a regional landmark protection program. Today 20 cities contract for landmark services from the HPP. The cities of Seattle, Mercer Island and Bothell have their own historic preservation programs. The City of Seattle contracts with the HPP for archaeological review services. The King County Housing Authority contracts for both building and archaeological review services.

To participate in the county's regional program, cities must adopt certain sections of the county landmark ordinance by reference, appoint a city representative to the Landmarks Commission, and provide for design review of any changes proposed to landmark properties. Additional services which are available upon request include preparing nominations, conducting historic resource surveys, and assistance with preservation planning and environmental review.

Historic Resource Inventory. The HPP identifies and documents historic resources through field survey and research that produces an historic resource inventory (HRI), which is usually accompanied by an historic overview or context statement. The HRI serves multiple purposes: planning tool, source of information for researchers, and basis for evaluating potential landmark candidates. King County's HRI contains more than 3,600 above-ground properties. In addition, data on 1300 archaeological sites and related resources are maintained in a digital database and in GIS layers.

Landmarks. There are 113 designated landmarks and six historic districts in unincorporated King County and the cities that have service agreements with the HPP. There are 16 Community Landmarks, including one rural historic district and eight Heritage Corridors. Community Landmark designation is an honorary status (no regulation). One third of the landmarks are in public ownership. The remainder are owned by private entities. These properties represent a wide range of resource types; ranging from modest single-family residences to industrial complexes. They include archaeological sites, objects such as railroad cars, and structures such as bridges and roadways.

Priorities for landmark designation are typically determined at the completion of a survey and inventory project and nominations often follow directly from these projects; usually because a property owner wants to take advantage of the incentives that are available to landmark stewards.

Incentive Programs. The controls imposed by landmark designation are balanced by a generous program of incentives. They were developed in large part to encourage property owners to designate and protect their properties. The incentives currently available include property tax reduction programs, funding programs and technical assistance.

Planning, Environmental Review and Compliance. The State Growth Management Act requires that county and municipal codes and actions be consistent with general policies in a comprehensive plan. The HPP participates in revisions to the King County Comprehensive Plan (KCCP), reviews and comments on departmental functional plans, and works to see that historic preservation is addressed in other plans. The KCCP policies and the King County Code support maintenance of an historic resource inventory, permit review, landmark designation and protection, and development and administration of incentive programs.

Federal, state and county regulations require that historic resources be considered in evaluating the environmental effects of development proposals. Most environmental review is limited to properties listed in the HRI. Environmental review provides a limited degree of recognition and interim protection. HRI properties are reviewed by the HPP when a building permit is requested for either the property itself or an adjacent parcel. Review includes an assessment of landmark eligibility, development of mitigation options as necessary, and negotiations with permitting staff and property owners to implement appropriate changes to development proposals.

Landmarks are protected from direct effects by the design review process pursuant to the landmarks code. Protection from indirect (offsite) effects is through environmental review.

Under the *Executive Procedures for Treatment of Cultural Resources* adopted in 2012, any county action that could affect historic buildings or disturb archaeological deposits must be reviewed by the HPP. Review is done on a fee for service basis therefore any increase in staff required to administer the program would be revenue-backed.

Archaeology. The HPP collaborated with the King County Road Services Division to prepare a Cultural Resource Protection Plan (CRPP). The CRPP is a countywide integrated system for documenting, assessing and treating both prehistoric and historic archaeological resources; it includes databases (with information in addition to that in DAHP's archaeological site records), a context statement on prehistory in King County, and other data contributing to a countywide sensitivity model for prehistoric archaeology. The HPP has also undertaken a number of other archaeology initiatives, including a variety of public programs, and data sharing agreements with the DAHP and tribal governments.

Training, Public Information and Outreach. The HPP conducts a wide range of public information and outreach activities, including workshops, technical papers on historical and technical preservation topics, and an annual preservation awards program. In addition to distribution by HPP, relevant technical papers are adapted for local use by cities with service contracts, where they are distributed in both paper and digital forms.

The HPP's web site was recently redesigned and content is currently being expanded. Not all HPP information is available online, but the site currently provides news, meeting schedules, technical papers and some information on landmarks.

Workshops and public events are typically oriented to specific initiatives (cemetery marker restoration, etc.). Public meetings are also done in conjunction with survey and inventory projects; archaeological artifact identification workshops are conducted regularly in partnership with the Burke Museum. Training for landmark commissioners and city staff is done as needed. The HPP is also providing training for county staff as part of implementing the new *Executive Procedures for Treatment of Cultural Resources*.

▪ SECTION 1.2

Strategic planning

Why a strategic plan?

Strategic planning involves a close look at an organization's current conditions and activities, its desired future, and charting a path between the two. Strategic plans define major goals, specific directions and a framework within which to make informed decisions about funding and resource management.

King County adopted its first countywide strategic plan in 2010, *King County Strategic Plan 2010-2014: Working Together for One King County*, to guide changes in county government related to service, partnerships, and means of reducing costs. The Historic Preservation Program's strategic plan is consistent with the county plan and ties preservation activities to larger county goals and objectives.

The HPP Strategic Plan is based on past planning efforts, recommendations of the King County Landmarks Commission, a 15-member Citizen's Advisory Committee, four stakeholder groups assembled to address the Historic Preservation Program's current issues, and an on-line survey sent to landmark property owners and stewards, and staff and commissioners in the contract cities. The plan describes the HPP's roles and priorities within a framework of goals, objectives and actions to be accomplished over the next seven years.

How will this plan be used?

The plan will provide:

- a means of correlating the objectives and actions with those of the County Strategic Plan;
- guidance to staff, the Landmarks Commission and other decision makers; and
- the basis for assessing progress over time toward meeting the goals and objectives.

What will this plan achieve?

The plan articulates a vision and mission for the HPP and describes the means by which the HPP will work toward achieving them. Along with the goals and objectives, the vision is expected to be realized over a long-term time frame while the action items are expected to be realized in a shorter time frame. The plan will also inform the biennial budget process as well as distribution of the Historical Preservation and Historical Programs fund.

The plan also identifies desired outcomes and recommends criteria by which to measure progress in achieving the outcomes. The plan will be updated on a seven-year cycle and will be adjusted and supplemented as objectives are achieved, conditions change, or monitoring reveals the need for course corrections.

▪ SECTION 1.3

Trends and Challenges

This plan was prepared in response to current and foreseeable challenges and opportunities both within and outside of county government. The goals, objectives and actions address most of the areas described in the following narrative. Those that are not addressed in this plan update will be addressed in subsequent updates.

Regional growth and development

With 1.9 million inhabitants, King County is the most populous county in the state, and the 14th most populous county in the country. According to the *King County Growth Report*, the county gained some 194,000 new residents between 2000 and 2010, roughly equivalent to the population of the city of Bellevue. King County is forecast to have approximately 1.3 million new residents by 2030.

Currently, approximately a third of the population lives in Seattle, half in the 39 other cities, and the remainder in unincorporated King County. Most of the 340,000-odd residents in the unincorporated area live in Urban Growth Areas which are slated for annexation to cities in the coming years.

Regional Growth Centers, located in Seattle and most of the suburban cities, have been identified by the Puget Sound Regional Council for concentrating housing and employment growth. The growth centers are expected to see the majority of the population increase in the near future, and almost all growth is expected to occur within urban growth areas. The growth

centers often overlap with historic commercial centers and are likely to foster further loss of historic properties as density increases and additional infrastructure and housing are completed to accommodate this growth.

The Washington State Growth Management Act encourages the annexation or incorporation of urban unincorporated areas. Between 1990 and 2000, ten new cities were formed in King County, the cumulative impact of which was a significant decline in the unincorporated land area which is the HPP's primary service area.

The impact of population growth has had a significant impact on the county's historic resources. The area's regional growth centers are expected to see the majority of the population growth in the near future, and in King County it is expected that 94% of growth will occur within urban growth areas. These growth centers often overlap with historic commercial centers and are likely to foster further loss of historic properties as density increases, and additional transportation and housing infrastructure is completed to accommodate this growth.

New development has resulted in the demolition of historic properties, destruction of archaeological sites, and loss of rural landscapes throughout the county. As the unincorporated area has declined in population and land area there has been a corresponding increase in demand for preservation services in the cities. In 1995 the HPP responded to this demand by developing a regional preservation program described previously. It now serves 21 cities and two local agencies.

Demographic changes

The demographic composition of both urban and rural areas of the county has been changing as the population grows. Approximately 30 percent of the population is people of color, with the highest growth rates among Hispanic/Latinos and Asians. Immigration has been a principle driver of population growth, and the foreign-born population has more than doubled over the past decade. Many of the county's new residents have settled outside of Seattle. For example, South King County has seen minority populations double and triple in some communities. These demographic changes create several challenges, including how to engage new residents in preservation, finding ways that local history can speak to them and become their own, and considering how preservation meets their needs.

Climate change, sustainability and conservation

Global climate change is a growing concern. In the Pacific Northwest many jurisdictions are beginning to plan for expected sea-level rise and more extreme weather events; however, King County has yet to integrate treatment of historic properties into its disaster plan. Response to climate change must include consideration of historic properties.

Energy conservation and related "green" practices are part of responding to climate change. Adaptive re-use and rehabilitation of historic buildings is a widely accepted and proven contributor to sustainability practices and most particularly that of energy conservation.

Conservation of land and the natural environment overlaps with preservation as well, most obviously in rural areas, where historic settled landscapes are often part of the larger natural environment. Opportunities for collaboration among environmental groups, local historic preservation organizations, the development and architectural communities, and local jurisdictions deserve much more attention and could potentially lead to gains for all parties.

Disaster Preparedness

In recent years natural disasters in King County have demonstrated the vulnerability of historic and archaeological resources. Earthquakes, windstorms, mudslides, and flooding of local rivers have put historic properties throughout the county at risk. Federal agencies, including the National Park Service and the Forest Service have long implemented disaster preparedness plans. In recent years, local agencies cooperated to reduce the threat of flooding on the Green River, an important historic waterway with numerous historic and archaeological resources, but there is not yet a countywide plan for how to evaluate historic resources in response to such disasters.

Collaboration with emergency responders, local officials, tribes, and property owners is critical in emergencies. Rapid response is necessary in order to prevent unnecessary demolition of historic buildings and damage to archaeological sites. Demonstration projects with local, state and federal agencies for disaster prone areas such as the Snoqualmie River valley are also needed.

▪ SECTION 1.4

The Planning Process

In late 2012, a Citizen's Advisory Committee (CAC) was established by King County Executive Dow Constantine to provide advice to the HPP staff and the Landmarks Commission. The CAC has a broadly representative membership including landmark owners, city staff, preservation specialists and advocates, heritage organization officers and others. This plan is largely based on the recommendations that came out of the CAC, other HPP stakeholders and the King County Landmarks Commission.

Process and public involvement

The CAC held five meetings over a five-month period. The meeting schedule was posted on the HPP website and all meetings were open to the public. The HPP staff also identified and convened focused stakeholder groups of roughly a dozen members each to address four key topics: archaeology, environmental review and compliance, landmark stewardship, and technical aspects of preservation. Facilitated two-hour stakeholder meetings were held at which stakeholders identified issues and potential actions to be considered in the planning process. In parallel with CAC and stakeholder meetings, work sessions were held with the Landmarks Commission to discuss the issues and suggestions raised in the other plan meetings.

Assumptions

The following assumptions underlie the plan recommendations:

- the basic purposes and activities of the HPP (landmark designation and protection, environmental review and compliance services, regional services, and public information) will continue to be provided using a mixture of dedicated funding, fees for services, grants and other sources;
- continued funding will be available to cover current staffing levels; and
- any surplus of dedicated funding will be considered for reducing 'deferred maintenance' preservation tasks (such as survey and inventory and nominations) and distribution for preservation and heritage uses within the wider preservation and heritage community.

In addition, basic code-mandated functions are ongoing (they are not addressed in detail in the plan, although efficiencies and needed enhancements are addressed). These basic functions are:

- Landmark designation and regulation in unincorporated areas;
- Administration of incentive programs;
- Environmental review and compliance assistance to county agencies; and
- Services to cities that have contracts for preservation services.

The goals, objectives and actions in the plan are inter-related and sometimes overlap. The actions are presented in rough priority order, but as unexpected opportunities arise, priorities may change. The plan will be reviewed and revised as needed during budget cycles. Systematic evaluations and updates will be conducted on a seven-year schedule.

■ CHAPTER 2: CHARTING THE FUTURE

■ SECTION 2.1

Vision, Mission and Guiding Principles

Mission: Preserve and protect the county's significant historic and archaeological resources, and enhance public access and appreciation of these resources.

Vision:

- Pride in local history is exemplified through the preservation and enhancement of the county's significant historic buildings, structures, landscapes, neighborhoods, roadways, and archaeological sites.
- Local municipalities and tribal governments, neighborhood groups, community organizations, heritage museums, developers, private property owners and others are working cooperatively with King County and with one another to actively promote widespread stewardship of historic properties.
- The local economy is thriving, fueled in part by the number of restoration and adaptive-reuse projects.
- The HPP's products and services are expanded and improved and engage a broad segment of the population.
- The HPP's products and services are readily accessible to the public, and people understand how to access and use them.
- The HPP has quality employees and volunteers who enjoy their jobs. This satisfaction shows in their good work ethic and responsiveness to customers.
- The HPP is financially stable and able to sustain its products and services by emphasizing productivity and efficiency and by controlling costs.
- The HPP receives sufficient funding to fulfill the public's expectations for service.
- King County's identity on the national stage is synonymous with a rich historical tradition that is preserved and accessible to all.

Guiding Principles: The HPP is guided by the principles articulated in the *King County Strategic Plan* and makes every effort to be collaborative, service-oriented, results-focused, accountable, innovative, professional, and fair and just.

- The implications of these principles for the HPP are that it:
- addresses the full range of cultural resources, as recognized in King County Code 20.62, *Landmark Protection*, from archaeological sites and cultural landscapes to historic districts;
- seeks equitable geographic distribution of services, considering the distribution of historic resources and the legal constraints imposed by funding sources and state law; and
- considers the practical actions that are achievable and can be implemented within the seven-year time frame of this plan.

▪ SECTION 2.2

Elements of the Plan

The following goals, objectives and actions reflect a general consensus and the concerns and priorities of the Citizens Advisory Committee, King County Landmarks Commission, and diverse stakeholders who participated in the plan's creation.

Goals

The goals are directly linked to the HPP's long term mission; implementing the plan will move the HPP closer to achieving the goals, but some will continue to apply beyond the seven year scope of the plan. The goals also support those adopted in the 2010 *King County Strategic Plan, Working Together for One King County*, most particularly the goal of *Economic Growth and the Built Environment*; they also support goals of *Environmental Sustainability, Financial Sustainability* and *Public Engagement*. The 2010 Plan's emphasis on partnerships and collaboration is particularly germane for the HPP since virtually all of its activities are done with partners.

Objectives

The plan's 14 objectives describe elements of how the HPP will approach the goals. Several of the objectives serve multiple goals but each is listed with its most relevant goal. Objectives are listed in rough priority order. Each has associated outcomes and a list of supporting actions to implement.

Actions

The plan's 43 actions detail how the objectives will be accomplished over the plan's seven-year time frame. Actions are listed in rough priority order and may apply to multiple objectives but are described in relation to their primary objective.

▪ SECTION 2.3

Goals, Objectives and Actions

Goal 1: Strengthen internal program resources and tools

There are a number of elements involved in protecting historic properties: identification and documentation; nomination and designation of landmarks; design review of proposed changes to landmarks; environmental review of proposed public and private projects to minimize damage to affected historic resources; various incentives for landmark stewards; and public information in different formats. All of these tools/activities are necessary and useful, but they are not always sufficient and in most cases need to be supplemented.

Objective 1.A. Expand identification and documentation of historic resources

Identification and documentation of historic resources, and related contextual histories, provide the baseline information necessary to evaluate properties for landmark designation, environmental review and related preservation activities. The HPP's historic resource inventory and associated context statements for above-ground resources are not complete. ***Intended outcome: Historic resource information for unincorporated areas is comprehensive and useful for evaluation purposes***

- **Action 1.A.1. Develop historic context statements for themes/areas that are not yet documented, and complete comprehensive inventory of historic resources in unincorporated areas to the level needed for informed decision making**
To date, context statements have been prepared for pre-historic archaeology, dairy farms, bridges, Japanese settlement in the White River Valley, King County-owned resources, historic roads and cemeteries; however, much remains to be addressed, including industry, a wider range of immigration and settlement themes, and vernacular architecture, including post-WWII residential and commercial buildings. Additionally, there are large gaps in the HRI for the unincorporated area, particularly for properties built between 1930 and 1970.
- **Action 1.A.2. Expand partnerships with local heritage organizations and others to identify and document historic resources and develop context statements**
Partnering with local communities is desirable for many reasons, including but not limited to informing local residents about the preservation process, giving ownership of the project and products to the community, expanding the amount and type of information that might otherwise be collected, expediting the research process and so forth. The HPP's survey projects are often conducted in cooperation with others but this can be expanded and other projects, such as development of context statements, can also be conducted in partnership.
- **Action 1.A.3. Identify and implement methodologies/procedures to identify, document and evaluate cultural landscapes, traditional cultural properties, mid-20th century and other resources that present unique preservation challenges**
Several resource types have not been addressed in a meaningful way by the HPP. They range from designed and vernacular landscapes such as Olmsted-designed

parks and ethnographic places such as Snoqualmie Falls, which embodies Native American creation stories, to the thousands of mass-produced houses, commercial buildings and other properties that were built in post-war America. These resource types present challenges for preservationists related to identification, documentation and evaluation.

Objective 1.B. Ensure that inventory and other data is organized and readily accessible to the public and cultural resource professionals

The HPP maintains an extensive body of information on individual historic properties and numerous local histories on a wide range of subjects and locales; however, it is not readily accessible to the public. The benefits and efficiencies of easy access are many, including better informing the public about local history and historic preservation, providing “self service” opportunities for more efficient access to information and reducing staff time spent providing information. ***Intended outcome: Information on historic resources is readily accessible to all who wish to use it and staff time is freed up for other tasks***

- **Action 1.B.1. Develop and maintain HPP databases to meet data and analysis needs**

The HPP’s databases are extensive and heavily used for environmental review and resource studies. They contain varied data collected over 35 years and need to be updated to provide more efficient analysis and resource management information.

- **Action 1.B.2. Simplify and automate data collection and research for historic property records**

The HPP has adopted some new technologies in its operations including digital photography, electronic databases, GIS (geographic information systems) software and other tools that improve analysis and efficiencies. However, field work and offline research could be made more efficient and effective by using new tools such as digital tablets in the field for database input and photography, related systems for research data collection, and automated data harvesting from the Assessor’s Office and elsewhere.

- **Action 1.B.3. Organize and digitize legacy inventory data**

The HRI was started in 1977 and retains paper files, historic photographic prints and other useful information that has not been converted to accessible digital formats. Converting this data is the first step in making it more accessible.

- **Action 1.B.4: Refine and implement policies, methods and procedures for data sharing as appropriate**

Data sharing with contract cities, tribes, DAHP and other agencies is a primary means of coordinating environmental review and compliance. Data sharing agreements with DAHP and several tribes have been in place for several years. Additional agreements and procedures, particularly for sharing archaeological site information while protecting sensitive location data, are needed to improve collaborative review.

Objective 1.C. Improve and expand protection measures for historic properties

The landmark designation and regulation process is the traditional means by King County has sought to protect significant historic properties. However, the nomination process is time consuming and expensive; this is reflected in the relatively low number of designated landmarks. In addition, design review for landmarks only addresses direct impacts to landmarks, not indirect impacts such as glare, noise and incompatible adjacent development. For more than two decades, county regulations have provided for permit review for undesignated but inventoried historic properties and offered some zoning flexibility and incentives for landmark preservation, but significant properties continue to be lost. The KCC related to landmarks requires revisions to the design review process and numerous other small gaps/weaknesses for both clarification and legal compliance.

Intended outcome: Protections for historic resources preserve the significant portions of the region's built heritage

- **Action 1.C.1. Encourage strengthening King County code to better protect historic resources, including re-evaluating the landmark designation/protection process in order to expedite and streamline designations**

The HPP and Landmarks Commission have identified a number of ways to improve zoning and regulatory protections for historic and archaeological resources including adopting a code enforcement provision, minimum maintenance provisions, simplifying and clarifying design review procedures, and ways to lessen the complexity of permitting for restoration and adaptive reuse of historic buildings. The HPP can also work with the county's Green Building Program and the Department of Permitting and Environmental Review in the Regional Code Collaboration to integrate code requirements for energy efficiency with historic preservation goals.

- **Action 1.C.2. Collaborate with relevant county agencies and other groups in order to strengthen resource protection**

Protecting historic resources is most productive when all relevant parties work together – owners, preservation organizations, regulatory agencies and others. Several county agencies own and manage landmarks and eligible historic properties. The Department of Permitting and Environmental Review is responsible for conditioning and approving private development projects in the unincorporated area.

- **Action 1.C.3. Protect all significant county-owned historic properties where feasible**

King County is the largest single owner/steward of landmark properties in the county. The HPP recently completed a survey and inventory of county-owned properties of which several were found eligible for designation: they should be protected through landmark designation. Additionally, the recently adopted *Executive Procedures for Treatment of Cultural Resources* will aid in overall protection.

- **Action 1.C.4. Work with other preservation organizations to explore development of a partnership or other entity to acquire, rehabilitate, and sell significant historic properties**

There are numerous properties throughout the county that are endangered due to deferred maintenance etc. In many cases this could be remedied if there were a mechanism by which to purchase the properties, take necessary stabilization actions and sell to new owner. Historic Seattle, a public development authority created by the City of Seattle, has done this successfully within the city for four decades. The HPP is working with 4Culture and Historic Seattle to find a way to rescue endangered historic properties outside Seattle.

- **Action 1.C.5. Explore the potential to use the contractual obligations of incentives as a way to protect and manage undesignated properties**

There are more historic properties eligible for landmark designation than can be designated over the next seven years. Providing an interim way in which to preserve and stabilize these properties is critical. The recent Heritage Barn funding initiative provides a good model: funding for stabilization work was provided to owners of barns that are eligible but not landmarked. In the contract, owners were required to maintain the property for a period of time. This could be expanded to other incentive programs such as Current Use Assessment and possibly 4Culture's funding programs.

Objective 1.D. Expand incentive programs and their use

The majority of King County and suburban city landmarks are owned by private parties. The regulations imposed by designation are balanced by a generous program of incentives. They were developed to encourage property owners to designate their properties, and to make restoration and adaptive reuse economically viable. Incentives include property tax reduction programs, technical assistance, and (through 4Culture and other organizations) small funding awards. Some incentives, such as Special Valuation, require a substantial expenditure by the owner, while others, like Current Use Assessment are significantly limited in their application. ***Intended outcome: Property owners are encouraged and supported in preserving historic and archeological resources and the menu of incentives is expanded to apply to a variety of situations***

- **Action 1.D.1 Identify, coordinate, and make accessible information on incentive programs and other resources provided by county and non-county agencies**

King County, and other entities, conduct assistance programs that could support landmark owners – farm planning, septic system assistance, low-income housing repair assistance and others. Information on these programs should be collected, synthesized and made easily available to historic property owners.

- **Action 1.D.2. Advocate to strengthen and coordinate existing incentives that currently have limited application**

Existing incentives, while attractive and useful to some landmark owners, have a number of gaps and weaknesses, ranging from requiring significant expenditures to limited benefit. Some incentives for open space preservation, such as Transfer of

Development Rights, do not include historic properties as eligible resources, and others (tax reductions for agricultural use) do not combine with preservation incentives.

- **Action 1.D.3.: Assess need for new incentives, particularly for archaeological sites**
Other than grants and, to a lesser degree, Current Use Taxation, incentive programs are not widely used by landmark owners. While some zoning benefits are available, a number of other zoning incentives are possible and would be welcomed by landmark owners. Incentives for archaeological site preservation are particularly limited.

Objective 1.E. Ensure that planning and environmental review for historic resources is systematic and coordinated across county agencies, other jurisdictions and special districts to the greatest extent possible

Federal, state and local regulations sometimes overlap for certain public and private undertakings, which can be confusing and duplicative for project proponents. While each level of compliance must be successfully negotiated, closer coordination can reduce uncertainty and costs project proponents. ***Intended outcome: Jurisdictions and districts cooperate to protect significant historic and archaeological resources within their communities through environmental review and other means***

- **Action 1.E.1 Fully implement and refine *Executive Procedures for Treatment of Cultural Resources***
The *Executive Procedures for Treatment of Cultural Resources* were adopted in 2012 and are being implemented by county agencies whose undertakings affect historic buildings and/or may require excavation of archaeological resources. The procedures are intended to prevent inadvertent damage to resources and to limit the possibility of costly delays to county projects. Since much of the process is new, the HPP will survey the agencies it works with to find efficiencies and ways to make the review process more effective and recommend changes as appropriate.
- **Action 1.E.2. Promote environmental review services, particularly for archaeological resources, to cities and special districts**
The HPP's archaeological services and countywide archaeological databases are unique in the state and can greatly benefit cities and special districts by reducing the chances of unexpected discoveries and costly delays to projects. Only a few cities and agencies have taken advantage of the services.
- **Action 1.E.3. Collaborate with the State Department of Archaeology and Historic Preservation (DAHP) and other relevant organizations to encourage coordinated environmental review**
DAHP plays a central role in much environmental review and a significant role in protecting archaeological sites; however, it relies on local agencies for information and follow-through on local projects. The HPP works closely with DAHP and tribes to protect archaeological sites, and with DAHP and other groups to protect above-ground properties. Close coordination expedites review and produces better solutions for all parties.

Goal 2: Build capacity for preservation among county and regional partners

Historic preservation requires the involvement of many parties – property owners, county agencies, other local governments, non-profit groups and interested residents. Over the past two decades, many urbanized areas have been annexed or incorporated as a part of State-mandated growth management. The expansion of the HPP’s services to suburban and rural cities has paralleled these regional changes. Seattle and Bothell have long-established preservation programs. More than half of the remaining 37 cities now have preservation service agreements with the HPP. The HPP now serves nearly half of the county’s population and works in approximately three-quarters of its non-forest land area. Greater public understanding and involvement in preservation are needed, as are support for preservation in permit review and in zoning and building codes.

Objective 2.A. Provide cities with tools to strengthen their preservation programs

According to 2010 U.S. Census figures, five-sixths of the county’s population resides in cities, most of which have limited capacity for preserving historic properties. Information on preservation basics, incentives, preservation planning, and model codes and procedures can encourage a systematic and comprehensive approach to local preservation. ***Intended outcome: Collaborating jurisdictions in the region are well-informed, prepared and able to preserve significant historic resources***

- **Action 2.A.1. Assist contract cities in becoming Certified Local Governments**

The DAHP does not currently recognize the HPP contract cities as Certified Local Governments (CLGs) and therefore grant applications for projects in the cities have to come from the HPP. Because jurisdictions are limited to one CLG project annually this greatly reduces the availability of grant money. CLG status would allow multiple contract cities to apply directly for grants and work with the HPP to fulfill their preservation needs.

- **Action 2.A.2. Expand technical assistance, including creation of a “tool box” to support preservation program development**

Contract cities routinely request technical assistance with preservation planning activities, from conducting survey and inventory to supplementing permit requirements in response to recent SEPA exemptions. Several of the elements in a “tool box” are already available, such as technical papers, but a comprehensive set of materials on best practices, model legislation, comprehensive preservation planning, and supportive procedures would benefit all cities in the county, not only contract cities, and would provide support for independent programs as well as contracted services.

- **Action 2.A.3. Encourage contract cities to adopt review procedures for public and private projects affecting archaeological resources and to make non-sensitive archaeological information publicly available**

The HPP’s services to cities focus on landmark designation, design review and incentives. Although assistance with planning and environmental review is available on request, such services are little used. Archaeological sites are both of interest to the public and a significant potential liability if not properly dealt with by

government. Archaeology is one of the HPP's unique areas of expertise and could benefit contract cities in many ways, as would more public information on archaeological sites.

- **Action 2.A.4. Establish a collaborative network of cities for support and information exchange**

The HPP's training opportunities occasionally bring together staff members and special commission members from the contract cities, but a regular county-wide forum for information exchange and sharing is needed. The County Green Building program's existing network might serve this purpose or could serve as a model.

- **Action 2.A.5. Expand outreach and marketing to contract cities that are not active**

Some of the contract cities do not consistently engage preservation and as a result little work has taken place there. The HPP and interested heritage organizations should regularly encourage cities to develop a meaningful preservation program using the tools at their disposal through the HPP.

- **Action 2.A.6. Collaborate with preservation organizations to promote development of preservation programs in cities that do not have one, and prioritize outreach to cities with significant resources that may be threatened**

Cities develop or contract for preservation services for a variety of reasons and usually require a good deal of consideration before doing so. The HPP and allied agencies and organizations, such as the State Department of Archaeology and Historic Preservation, the Washington Trust for Historic Preservation and local heritage organizations, should collaborate to encourage preservation, especially in cities that have a concentration of historic resources.

Objective 2.B. Ensure that agency staff and others who deal with historic properties are knowledgeable about historic and archaeological resources and preservation opportunities

County and city agency staff whose work affects historic and archaeological resources – planners, permitting staff, public works staff and others – may not be well informed about historic resources, their value and how to protect them. Even when training has been available, staff turnover and inconsistent exposure to preservation issues can mean that best practices are not followed. ***Intended outcome: County and local agency staff are knowledgeable and make informed decisions about preserving historic and archaeological resources in their communities***

- **Action 2.B.1. Provide regular training opportunities for all county and city staff who deal with historic and archaeological resources**

HPP has provided environmental review and compliance training to DPER staff periodically for many years and to other county staff dealing with landmark design review or archaeological resources as needed. As part of implementing the new *Executive Procedures for Treatment of Cultural Resource*, HPP is providing training for county staff on two tracks: for managers on policies and procedures and for field crews on how to recognize archaeological deposits in the field.

- **Action 2.B.2. Provide regular training opportunities on preservation issues and methods for Landmark commissioners and special members**

Training for commission members addresses nomination and designation, design review, conduct of hearings, and an overview of planning concerns and special resource types. Training for commissioners and for city staff is not conducted on a regular basis but this is necessary in order to create better-informed and active participation by commission members.

Goal 3: Increase community engagement and preservation literacy

Public understanding and appreciation of historic resources is enhanced when there is easy access to good information on local resources and the history they illustrate. Population growth, mobility and immigration have altered the demography of the county over the past 20 years and raise significant issues for historic preservation. Familiarity with history and settlement of immigrants can provide an important sense of connection to their communities for more recent immigrants and in-migrants. Comprehensive preservation depends on broader participation, including involvement by youth, and consideration of resources important to immigrants, tribal members and other under-represented groups.

Objective 3.A. Better inform owners and stewards of historic properties and the general public about historic and archaeological resources and preservation activities

The HPP conducts a wide range of public information and outreach activities, including workshops, distributing papers on a variety of historical and technical preservation topics, events on historic and archaeological themes, and an annual preservation awards program. Relevant technical papers are adapted for local use and provided to contracting cities receiving preservation services, where they are distributed in both paper and digital forms. In addition, public meetings and/or workshops are done in conjunction with survey and inventory projects. ***Intended outcome: Both the general public and those most responsible for and able to preserve the region's historic and archaeological resources understand and value their contributions to preservation***

- **Action 3.A.1. Expand and improve public access to technical, historic and related information**

In addition to providing access to new and revised histories, context statements, technical papers and information on individual historic properties, the HPP can broaden distribution and access to its materials. Contract cities, other preservation and heritage organizations such as HistoryLink, public schools and other avenues should be considered, along with HPP's activities for the general public and collaborative events.

- **Action 3.A.2. Communicate annually with landmark owners and stewards regarding incentives, technical assistance and educational opportunities**

The HPP provides landmark owners and stewards with information about available incentives, the design review process and advice on caretaking for historic building materials and features of properties; however, this communication should occur on a regular schedule and at least once a year.

- **Action 3.A.3. Expand information, technical support, training and planning assistance, particularly to owners of historical and archaeological properties**
The HPP's web site, currently being updated, provides information on Landmark Commission meetings and other current activities, the history and significance of landmarks, historic themes and a range of "how to" information in a series of technical papers. Technical papers are also made available in an adapted form for distribution by contract cities receiving preservation services. The HPP also provides training opportunities, direct technical assistance, and conducts public events that inform and support owners of historic and archaeological properties.

Objective 3.B. Encourage public engagement with and stewardship of historic and archaeological resources

The HPP works closely with landmark owners/stewards, involves local heritage groups in its activities, and conducts special projects with museums, tribes and a wide range of heritage and preservation organizations. Greater involvement by partners produces more successful endeavors, wider public information and benefits, and a better understanding of community needs. ***Intended outcome: The region's historic and archeological resources are understood and valued by the general public***

- **Action 3.B.1 Involve and partner with owners/stewards of historic properties, heritage organizations and others to conduct preservation projects**
The HPP encourages historic property owners and stewards to participate in preparing nominations, heritage organizations to participate in historic resource surveys, joint workshops and other events, and conducts projects such as public archaeological excavations with museums and tribes. This engagement enriches projects and informs wider audiences.
- **Action 3.B.2. Encourage creation of a group to advocate for archaeological site protection**
Professional and academic archaeologists, tribes, agency staff and other interested parties deal with archaeological resources but have no local or regional organization that provides a forum for discussion and a shared foundation for advocating preservation of archeological sites. The HPP's unique place in the archaeological community provides an opportunity to encourage a forum for information sharing and advocacy.

Objective 3 C. Increase participation in historic preservation activities by diverse populations

Since the 1970s, cultural and social diversity have increased significantly in the county. For historic preservation to both reflect and engage this diversity, a representative range of residents should participate in decision making and outreach. ***Intended outcome: Preservation in the region engages and is meaningful to a broad range of county residents***

- **Action 3.C.1. Expand recruitment and outreach efforts in order to diversify participation in the Landmarks Commission, HPP events and special projects**
King County's historic cultural and demographic diversity can be best reflected in the

work of the HPP through involving members of diverse communities in decision making and the program's undertakings. This requires both recruitment from diverse communities and attention to their role in the county's complex history.

Goal 4: Strengthen connections with companion efforts

In historic preservation significant buildings and structures are retained, conserving existing materials and the energy they embody. Preservation often conserves the lower densities and open spaces characteristic of early communities. Historic preservation is thus a strong contributor to environmental sustainability as well as quality of life, but is not widely understood as such.

Objective 4.A.: Highlight the relationships between preservation and sustainability

Environmental sustainability and conservation of the natural environment seek many of the same ends and share many values with historic preservation. ***Intended outcome: Preservation is integrated with and contributes to conservation, economic development and other companion efforts***

- **Action 4.A.1. Work with the county's Green Building, Farmlands, open space and other programs to develop policies, programs and demonstration projects that support and encourage preservation**

The HPP shares overlapping interests and has worked collaboratively with many of the county's land and agricultural conservation programs for many years. The HPP is now working with the Green Building Program to support conserving building materials in place, reusing them when conservation isn't possible, and recognizing embodied energy in sustainability calculations.

- **Action 4.B.2. Develop partnerships with historic preservation and conservation groups to identify and address mutual concerns**

The Mountains to Sound Greenway and other local conservation groups have collaborated with the HPP and preservation organizations to advocate for preserving historic resources within larger landscapes of concern. Such partnerships are productive in recognizing mutual concerns and furthering mutual ends.

Objective 4.B. Address historic preservation issues in planning for disaster preparedness

Historic properties, both buildings and settings, may be disproportionately affected by disasters such as floods, fires, earthquakes, landslides and other destructive events - and may be summarily demolished or damaged without adequate consideration of their value. Seismic events can be especially challenging, since older buildings may not appear to remain as sound as modern ones. Experts in working with historic buildings should make estimates of repair costs. ***Intended outcome: Historic and archaeological resources are thoughtfully considered in disaster response situations***

- **Action 4.B.1. Develop appropriate disaster response protocols for historic properties in collaboration with DAHP and relevant federal, state, county and city emergency management agencies**

The importance of preserving historic properties and their particular strengths and weaknesses under extreme conditions need to be incorporated into emergency

management procedures and follow-up treatment. A collaborative approach will ensure the most comprehensive and coordinated treatment of these fragile resources.

- **Action 4.B.2. Develop training for emergency building inspectors in collaboration with DAHP and local preservation programs**

Hasty red tagging and quick demolitions of historic buildings must be avoided following disasters. Inspectors and other decision makers should understand historic building types, how they respond to disaster events, and the value of preserving them.

- **Action 4.B.3. Evaluate disaster susceptibility and appropriate preventive measures for landmarks and eligible properties; share preparedness information and information on incentives for preventive measures with property owners/stewards, other preservation agencies, and local emergency management staff**

Advance planning and preparation are critical for surviving disasters and limiting damage to historic resources. The HPP should facilitate preparedness for landmarks and inform both property owners and emergency managers about best practices for historic properties. Coordination with supporting agencies, such as 4Culture, is also needed.

Objective 4.C. Coordinate economic development efforts with preservation

Economic development and historic preservation need not be at odds when historic properties can be adapted for new uses and activities without compromising their essential historic character. The HPP has worked cooperatively with various economic development efforts in the past. ***Intended outcome: The county's economic development efforts support preserving significant historic resources and vice versa***

- **Action 4.C.1. Partner with county economic development efforts to incorporate preservation where feasible**

The HPP has collaborated to some extent with the county's economic development program, including coordination of Storefront Studios (focused on encouraging enhancement of historic commercial areas) in several communities in the county; however, further consideration of how to integrate preservation into economic development opportunities is needed.

- **Action 4.C.2. Collaborate with the Washington Trust for Historic Preservation and others to coordinate revitalization efforts in suburban and rural cities**

State programs and non-profit organizations such as the Washington Trust for Historic Preservation, which now administers the state's Main Street Program, provide valuable technical assistance and funding for revitalizing and preserving historic commercial centers. The HPP can identify candidates for assistance and continue to partner and participate in efforts to advocate the economic benefits of preservation.

- **Action 4.C.3. Work with educational and other groups to foster revitalization through adaptive reuse of historic commercial and other properties**

Educational programs such as the University of Washington Department of Built Environment's Storefront Studios, which the HPP has collaborated with for many years, bring new ideas, demonstrations and encouragement for stimulating reuse of historic buildings in rural and small town centers.

Goal 5: Stabilize and enhance funding for historic preservation

Funding for the basic work of the HPP has been unstable for nearly a decade. The HPHP Fund has been the mainstay of the program's budget since it was created, despite variable revenue. The HPHP fund needs to be leveraged as much as possible so that it can be shared with the larger preservation and heritage community. Grants and fees for services to county agencies and contract cities will continue to be important revenue sources.

Objective 5.A. Develop a sustained funding plan for the HPP

A plan for sustained funding for the HPP is necessary for fulfillment of the actions and objectives of this plan. Multiple revenue sources, careful financial management, and operational efficiencies are central to fulfilling this objective. ***Intended outcome: Essential county preservation activities have dependable long term funding***

- **Action 5.A.1. Plan for funding at a level that sustains basic HPP activities and provides for meeting the goals and objectives of this plan**

Funding for the HPP has changed over the past decade, from general fund support to the current combination of dedicated funding from the HPHP fund, fees for services and grants. Budget constraints and the general economic downturn have eliminated regular funding for some basic activities, such as survey and inventory projects, which have been deferred for several years. Dedicated funding from the HPHP Fund has varied considerably based on the number of documents that are recorded each year. King County is committed to sharing funds not needed for basic HPP activities with the larger preservation and heritage community.

- **Action 5.A.2. Continue to identify and use grant and other funding opportunities to support HPP activities**

Grants, cooperative projects, fees for services and other funding opportunities will continue to provide a significant component of the HPP's funding.

- **Action 5.A.3. Explore other partnerships/models for supporting public preservation activities**

Aside from public development authorities such as 4Culture and Historic Seattle, models for public-private and civic-philanthropic partnerships have been little explored relative to public preservation programs. Relationships and institutions more common in the arts, natural area conservation and education may provide a viable means of stabilizing or enhancing support for the HPP and other public preservation programs in the region.

■ CHAPTER 3: PLAN PERFORMANCE MONITORING

This chapter addresses performance monitoring, which is essential for evaluating the HPP's progress in addressing the objectives and actions contained in the plan. Tracking and monitoring results will be used to make adjustments to the plan as needed, including shifting priorities and/or updating plan elements, preparing work plans, and managing program activities. Monitoring techniques may need to be adjusted as well if they are not efficient or do not provide useful information.

■ SECTION 3.1

Performance Measurement

Because much of the activity of the HPP is contingent on collaboration with other entities, the independent actions of others, and available funding, performance measurement needs to focus primarily on successful processes and overall trends rather than absolute numbers of designations, surveyed properties or other readily enumerated outcomes.

Trends can be assessed through examining changes in:

- numbers of properties identified, evaluated and protected;
- numbers of context statements completed;
- number of incentives expanded, developed, and rates of use;
- numbers of collaborative projects undertaken;
- copies distributed and web page use levels for public information;
- numbers and proportions of tasks completed successfully, on time and within budget;
- levels of satisfaction with the HPP's work among stakeholders; and
- other related qualitative and quantitative indicators of progress.

Monitoring and reporting will include all of these approaches as appropriate for the specific objectives and actions being examined. Specific monitoring indices, trends, targets and milestones will be developed and included in the HPP's annual/biennial work and business plans in combination with existing measures that are already in use. The HPP will report on strategic plan performance on a biennial basis, in coordination with budget preparation. Annual summary progress reports will be made to the Landmarks Commission.

This plan provides for tracking and monitoring at two levels: objectives and actions. The following table provides more detail on the types of information that that will be used for performance assessment.

Measuring Objectives

The objectives related to each goal will be assessed relative to the desired outcomes, which support the HPP's vision and mission. Movement toward these broad outcomes will be gauged using multiple factors which, together, will provide indications of overall progress.

Measuring Actions

The actions in the plan support objectives and will be assessed using more discrete and quantifiable indicators, targets, and milestones to determine if they are being implemented effectively and are having the intended impacts. Actions can be assessed in various ways and monitoring methods may change over time. The table below groups actions by objective and lists relevant indicators. Specific indicators, milestones and targets will be identified in the HPP's business and work plans.

TABLE: Performance measurement information

| GOAL | OBJ. | ACTION | TREND/MILEPOST/TARGET |
|------|------|--|---|
| 1. | 1.A. | 1.A.1. Complete comprehensive inventory of historic resources and associated context statements to the level needed for informed decision making 1.A.2. Expand partnerships with local heritage organizations and others to identify and document historic resources and develop context statements 1.A.3. Identify and implement methodologies/procedures to identify, document and evaluate cultural landscapes, traditional cultural properties, mid-20 th century and other resources that present unique preservation challenges | <ul style="list-style-type: none"> • inventoried properties • % of unincorporated area inventoried • context statements needed, completed • partnerships • organizations • new field methods identified, used and resources inventoried • partner organization satisfaction levels |
| | 1.B. | 1.B.1. Develop and maintain HPP databases to meet data and analysis needs 1.B.2. Simplify and automate data collection and research for historic property records 1.B.3. Organize and digitize legacy inventory data 1.B.4. Refine and implement policies, methods and procedures for data sharing as appropriate | <ul style="list-style-type: none"> • databases redesigned and deployed • automated field/research methods • % legacy data digitized • data sharing procedures and agreements • data sharing satisfaction levels |

TABLE: Performance measurement information - continued

| GOAL | OBJ. | ACTION | TREND/MILEPOST/TARGET |
|-----------|-------------|---|--|
| 1. | 1.C. | <p>1.C.1. Encourage strengthening King County code to better protect historic and archaeological resources, including re-evaluating the landmark designation/protection process in order to expedite and streamline designations</p> <p>1.C.2. Collaborate with relevant county agencies and other groups in order to strengthen resource protection</p> <p>1.C.3. Protect all significant county-owned historic properties where feasible</p> <p>1.C.4. Work with other preservation organizations to explore development of a partnership or other entity to acquire, develop, and rehabilitate significant historic properties</p> <p>1.C.5. Explore the potential to use the contractual obligations of incentives as a way to protect and manage undesignated properties</p> | <ul style="list-style-type: none"> • useful code amendments proposed • collaborations • county-owned properties designated • partnership/entity study or agreements/creation • study/use of incentive contractual obligations as a preservation tool • collaborator satisfaction levels |
| | 1.D. | <p>1.D.1.. Identify, coordinate, and make accessible information on relevant incentive programs and other resources/programs provided by county and non-county agencies</p> <p>1.D.2. Advocate to strengthen and coordinate existing incentives that currently have limited application</p> <p>1.D.3. Assess need for new incentives, particularly for archaeological sites</p> | <ul style="list-style-type: none"> • incentives study and information materials • current incentives strengthened • new incentives identified • incentive user satisfaction levels |
| | 1.E. | <p>1.E.1.. Fully implement and refine Executive Procedures for Treatment of Cultural Resources</p> <p>1.E.2. Promote environmental review services, particularly for archaeological resources, to cities and special districts</p> <p>1.E.3. Collaborate with the State Department of Archaeology and Historic Preservation and other relevant organizations to encourage coordinated environmental review</p> | <ul style="list-style-type: none"> • agencies participating in Exec. Procedures reviews • reviews conducted under Exec. Procedures • marketing review services to cities, 5 cities contacted, service provided • review coordination agreements • reviews coordinated • agency satisfaction levels |

TABLE: Performance measurement information - continued

| GOAL | OBJ. | ACTION | TREND/MILEPOST/TARGET |
|-----------|-------------|---|--|
| 2. | 2.A. | 2.A.1. Assist contract cities in becoming Certified Local Governments 2.A.2. Expand technical assistance, including a “tool box” to support preservation program development 2.A.3. Encourage contract cities to adopt review procedures for public and private projects affecting archaeological resources and to make non-sensitive archaeological information publicly available 2.A.4. Establish a collaborative network of cities for support and information exchange 2.A.5. Expand outreach and marketing to contract cities that are not active 2.A.6. Collaborate with preservation organizations to promote development of preservation programs in cities that do not have one, and prioritize outreach to cities with significant resources that may be threatened | <ul style="list-style-type: none"> contract cities certified, % certified “tool box” and technical assistance materials training/contacts with cities model procedures for cities procedures adopted by cities city preservation network contacts/meetings outreach/marketing events/contacts collaborative outreach to non-contract cities, % contacted city satisfaction levels |
| | 2.B. | 2.B.1. Provide regular training opportunities for all county and city staff who deal with historic and archaeological resources 2.B.2. Provide regular training opportunities on preservation issues and methods for Landmark commissioners and special members of the Commission | <ul style="list-style-type: none"> county/city agency staff trainings training attendance, % trained Commissioner trainings Commissioner training attendance, % trained agency staff and Commissioner satisfaction levels |
| 3. | 3.A. | 3.A.1. Expand and improve public access to technical, historic and related information 3.A.2. Communicate annually with landmark owners and stewards regarding incentives, technical assistance and educational opportunities 3.A.3. Expand information, technical support, training and planning assistance, particularly to owners of historical and archaeological properties | <ul style="list-style-type: none"> new preservation materials materials distributed, web page visits and downloads annual landmark owner contacts technical assistance incidents/events landmark/property owner satisfaction levels |

TABLE: Performance measurement information - continued

| GOAL | OBJ. | ACTION | TREND/MILEPOST/TARGET |
|-----------|-------------|--|--|
| 3. | 3.B. | 3.B.1. Involve and partner with stewards of historic properties, heritage organizations and others to conduct preservation projects 3.B.2. Encourage creation of a group to advocate for archaeological site protection | <ul style="list-style-type: none"> • partnerships with stewards and heritage organizations • archeology group discussions, meetings • steward/partner satisfaction levels |
| | 3.C. | 3.C.1. Expand recruitment and outreach efforts in order to diversify participation in the Landmarks Commission, HPP events and special projects | <ul style="list-style-type: none"> • recruitment efforts • members and participants recruited |
| 4. | 4.A. | 4.A.1. Work with the county's Green Building, Farmlands, open space and other programs to develop policies, programs and demonstration projects that support and encourage preservation 4.A.2. Develop partnerships with historic preservation and conservation groups to identify and address mutual concerns | <ul style="list-style-type: none"> • County agency partnerships • joint policies, programs and projects implemented • conservation group partnerships • partner agency and conservation group satisfaction levels |
| | 4.B. | 4.B.1. Research, evaluate and develop appropriate disaster response protocols for historic properties in collaboration with DAHP and relevant federal, state, county and city emergency management agencies 4.B.2. Research and develop training for emergency building inspectors in collaboration with DAHP and local preservation programs 4.B.3. Evaluate disaster susceptibility and appropriate preventive measures for landmarks and eligible properties; share preparedness information and information on incentives for preventive measures with relevant property owners, sources of support and local emergency management staff | <ul style="list-style-type: none"> • preservation/disaster response study • preservation/disaster response procedures adopted • preservation/disaster response partnerships • disaster inspector training and sessions • study of disaster susceptibility and solutions • landmarks with disaster protection/% protected • disaster preparedness measures implemented |
| | 4.C. | 4.C.1. Partner with County economic development efforts to incorporate preservation where feasible 4.C.2. Collaborate with the Washington Trust for Historic Preservation and others to coordinate revitalization efforts with preservation in suburban and rural cities 4.C.3. Work with educational and other groups to foster revitalization through adaptive reuse of historic commercial and other properties | <ul style="list-style-type: none"> • collaborative economic development projects • Main street and related projects • educational/design projects |

TABLE: Performance measurement information - continued

| GOAL | OBJ. | ACTION | TREND/MILEPOST/TARGET |
|-------------|-------------|--|---|
| 5. | 5.A. | 5.A.1. Plan for funding at a level that sustains basic HPP activities and provides for meeting the goals and objectives of this plan 5.A.2. Continue to identify and utilize grant and other funding opportunities to support HPP activities 5.A.3. Explore other partnership/support models for supporting public preservation activities | <ul style="list-style-type: none">• funding plan, agreement• grant and other funding opportunities applied for, received• study of alternative funding models |

ACRONYMS

CAC Strategic Plan Citizen's Advisory Committee
CDA Cultural Development Authority of King County (now 4Culture)
CLG Certified Local Government
CRPP King County Cultural Resource Protection Project/Plan
DAHP Washington State Department of Archaeology and Historic Preservation
DNRP King County Department of Natural Resources and Parks
DPER King County Department of Permitting and Environmental Review
EO 0505 Governor's Executive Order 0505
GIS Geographic Information System
GMA Growth Management Act
HHPH Historical Preservation and Historical Programs Fund
HPP King County Historic Preservation Program
HRI King County Historic Resource Inventory
KCCP King County Comprehensive Plan
NHPA National Historic Preservation Act
OCR King County Office of Cultural Resources
SEPA State Environmental Policy Act
TCP traditional cultural place/property
WTHP Washington Trust for Historic Preservation

ATTACHMENT A

RECOMMENDATION FOR
DISTRIBUTION OF
THE HISTORICAL PRESERVATION & HISTORICAL PROGRAMS (HPPH) FUND

The King County Historic Preservation Program (HPP) strategic plan identifies goals, objectives, and actions required to improve the effectiveness and efficiency of HPP services and systems. Current staffing levels and budget do not allow the HPP to address the majority of objectives/actions contained in the plan, and it will therefore be necessary to hire consultants and/or partner with other organizations to complete the actions detailed in the plan.

The following recommendation for distribution of the HPPH Fund was endorsed by the strategic plan's Citizen's Advisory Committee and the King County Landmarks Commission after reviewing the plan's goals, objectives and actions, and the following assumptions. Detailed background information on the Historical Preservation and Historic Programs Fund (HPPH Fund) follows the recommendation.

ASSUMPTIONS

- There are no anticipated changes in the basic functions of the HPP including
 - Identification and documentation of historic properties in the unincorporated area;
 - Maintenance of an historic resource inventory in the unincorporated area;
 - Landmark designation and protection in the unincorporated area;
 - Landmark designation, protection and related services to contract cities;
 - Administration of incentive programs for landmark property owners;
 - Environmental review and compliance services, consistent with adopted county policies;
 - Technical assistance;
 - Training;
 - Data management; and
 - Public information.
- Current HPP staff levels will be maintained (3.75 FTEs)
- There are no General Fund monies available to fund the HPP
- The HPP will continue to be funded from several sources, including but not limited to: the Historical Preservation and Historic Projects Fund (HPPH), fees for service, and grants.
- HPPH fund balances that exceed the amount needed to address basic services and the plan's key actions will be distributed to the larger preservation/heritage community

The following information was also considered in making the recommendation:

- Based on the latest forecast, assuming an HPP status quo budget over the next three years, approximately \$300,000 may be available for allocation between the HPP and the larger community between 2014 and 2016.
- HPP staff estimates that approximately \$390,000 is necessary to complete the actions contained in the plan. This is approximately \$55,000/year over a period of seven years (2014-2021).
- A key action identified in the plan is to “Work with other preservation organizations to explore development of a partnership or other entity to acquire, develop, and rehabilitate endangered historic properties.” Real estate management is not the purview of the HPP; however, there is a critical need for such an entity to work in areas outside of Seattle. This was expressed in two of the stakeholder meetings, in a Landmarks Commission meeting, two CAC meetings, and has been raised in preservation funding studies conducted in the past.
- The HPP is currently working with 4Culture and Historic Seattle to explore ways in which they could partner to save endangered buildings; there are several landmark properties that are endangered and action is required soon if they are to be saved.
- The Landmarks Commission recommends that some portion of the excess HPP fund be set aside to support an *Endangered Property Rescue Program*, and that the balance in the Landmark loan program (approximately \$900,000) also be re-programmed to support this endeavor.
- 4Culture currently funds heritage and preservation activities with lodging tax revenue.

In consideration of the planning goals, above-noted assumptions, current opportunities, and related information, an equitable distribution of HPP fund dollars would:

- provide sufficient funding to complete the basic actions contained in the HPP’s Strategic Plan;
- support creation of a mechanism/entity to save endangered properties outside of Seattle; and
- supplement lodging tax revenue that is distributed for heritage/historic preservation purposes through 4Culture.

RECOMMENDATION FOR DISTRIBUTION OF HPP FUND 2014-2016

The following recommendation assumes that the current fund forecast holds:

- HPP: \$100,000 (to be supplemented with grant funding)

- 4Culture: \$200,000, of which \$100,000 would be used to provide support for a new Endangered Property Rescue Program, to be planned and established in consultation with the HPP, 4Culture, Historic Seattle, the Washington Trust for Historic Preservation and other interested parties.

Monitoring

The county's allocation of HPHP funds should be monitored in the same manner as its basic operating funds to ensure that the actions and priorities of the strategic plan are being followed and that adjustments are made, as needed, based on the findings of such monitoring.

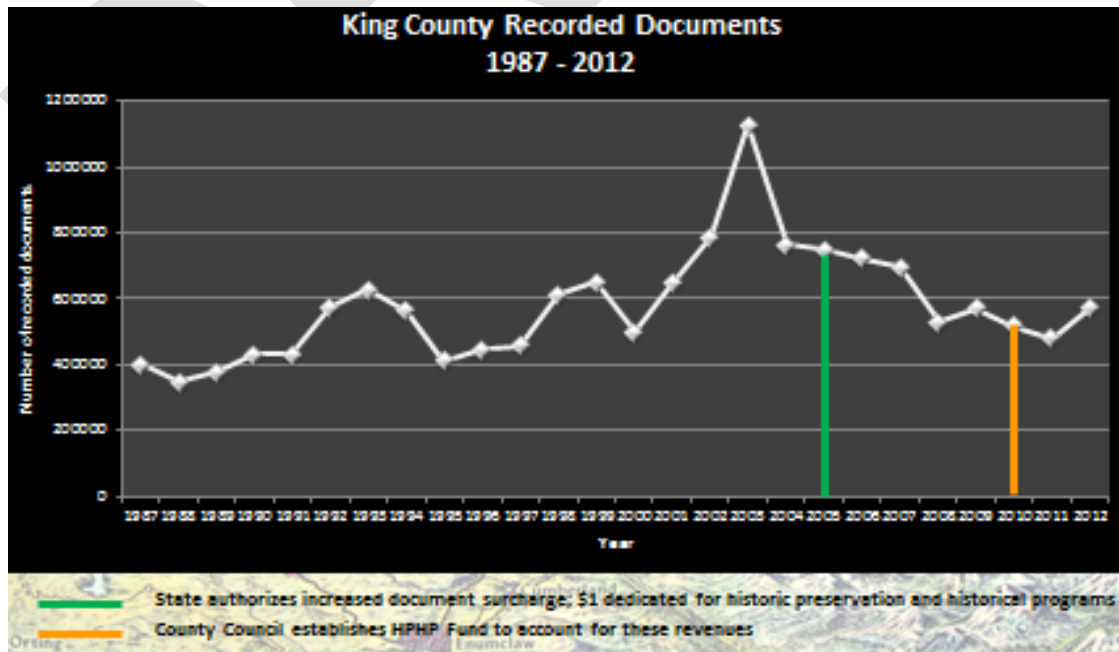
Future Allocations

The CAC expressed an interest in broad consultation with preservation and heritage stakeholders regarding allocations beyond 2016. Consultation is consistent with the intentions of the strategic planning process and will be addressed at a later date

BACKGROUND ON THE HISTORICAL PRESERVATION & HISTORICAL PROGRAMS FUND

In 2005, the state legislature raised the document recording surcharge fee for recording public documents from \$2 to \$5 (HB 1386; RCW 36.22.170(1)(a)). One dollar is to be used at the county's discretion "to promote historical preservation or historical programs, which may include preservation of historic documents." Until 2010, the revenues were deposited in the General Fund, which over the years had provided funding support to numerous historic preservation and heritage organizations around the county in addition to the staff of the county's Historic Preservation Program (HPP). The four staff in the HPP provide support to the King County Landmarks Commission, administer a landmark designation and protection program for the unincorporated area of the county and for 20 cities, conduct environmental review of projects in unincorporated areas and for county agencies, and manage other grant-funded activities.

In recent years, a significant drop in the number of documents subject to the surcharge (and the resulting revenues) precipitated a funding crisis for historical programs. At first, the county was unable to share any "surplus" revenues (over and above what was needed to support the HPP) with external organizations; and ultimately, in 2011, the county was unable to continue funding even the staff of the HPP program at full salary. (In adopting the 2011 budget, the Executive and Council imposed a mandatory 10% furlough on HPP staff to balance to available surcharge revenues). The number of recorded documents peaked in 2003 at just over one million documents, dropped significantly to about 700,000 documents annually between 2004 and 2007; and then dropped again in the 2008-2011 period to about 500,000 documents annually, with 2011 at a low of 453,659 documents.



The HPP program was reorganized in the 2011 budget to reside within the Department of Natural Resources and Parks (DNRP) Director's Office. Prior to this time, some of its grant-funded activities were accounted for within the county's Grant Fund.

Fund/Budget Account Structure: In 2010 the County Council established the Historical Preservation and Historical Programs (HPPH) Fund to account for the \$1 of the recording surcharge dedicated to historical programs in order to provide more visibility as to how the revenues are used. For each of the recorded documents subject to the fee (there are a small number which are exempt), the Records and Licensing Services Division (RALS) deposits \$1 into this Fund. The use of these revenues is subject to the county's annual and biennial budget development process, whereby the Executive proposes allocations of available revenues and the Council reviews and adopts appropriations.

In the 2012 adopted budget, the HPP appropriation was \$497,177, which included \$432,368 in salaries and benefits for four employees (3.5 full-time equivalents), plus \$41,120 in supplies and services and \$23,689 in central rates (for items such as office rental and IT support). The budget estimated \$35,677 in various revenues supporting the HPP, including state grants, ILA payments and reimbursements from other county agencies, leaving a net level of expenditures of \$461,500 which needed to be supported by the recorded document surcharge revenues. The surcharge revenues realized in 2012 were significantly higher than the adopted 2012 budget estimate based on the OEFA forecast (\$555,691 actual revenues versus \$461,500 forecast).

2013/14 Biennium Outlook: Based on the 2012 year-end actuals, the HPPH Fund generated a surplus balance of about \$95,000 in 2012. This will be added to the year-end 2012 fund balance of about \$76,000 to create a starting 2013 fund balance of about \$171,000. At the time the 2013/14 biennial budget was being considered by the County Council, the beginning 2013 fund balance was at \$76,000; and the estimated 2013 and 2014 document surcharge revenues (based on the official OEFA forecast from August 2012) were assumed to be about \$478,000 each year. The fund balance was considered by the Executive and Council just sufficient to support the projected biennial budget for the HPP staff, with a modest "rainy-day reserve" equal to about 30 days of expenditure to protect against unforeseen circumstances (such as another revenue decline). The latest forecasts are about 25% higher than the August 2012 forecast that the adopted budget was based on for 2013, but then start declining in the 2014 – 2016 period, creating effectively a one-time surplus of roughly \$300,000 while maintaining the HPPH Fund "rainy day reserve."